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MEMORANDUM FOR: Director of Central Intelligence

VIA: Deputy Director of Central Intelligence

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FROM: Lieutenant General Edward J. Heinz, USAF
Director, Intelligence Community Staff

SUBJECT: National Foreign Intelligence Strategy

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Attached for your information is a copy of the draft Terms of Reference (TOR) for the effort to provide a revision of the National Foreign Intelligence Strategy. We are currently coordinating the TOR with key Community participants. If you have any comments or reactions to the draft, please let me have them by the end of the week.

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Edward J. Heinz
Lieutenant General, USAF

Attachment:
Terms of Reference

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SUBJECT: National Foreign Intelligence Strategy

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DCI/ICS/PPO, (19 August 1988)

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Terms of Reference
National Foreign Intelligence Strategy

Background

The first National Foreign Intelligence Strategy was published in January 1986. An update issued in early 1987 reaffirmed the Strategy's basic judgments and identified specific goals and priorities to guide its implementation. The central message remained the need to preserve and enrich existing intelligence capabilities, building on them where possible, but always ensuring that maximum advantage is derived from the assets that are in place or in development. The importance of not standing pat was recognized, however, and the Strategy acknowledged the need to place a high premium on flexibility and adaptability in the face of expanding and changing demands for intelligence support. [REDACTED]

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Since the Strategy was published, budget constraints and world events have combined to exert greater pressures and demands on intelligence. The effect has been to underscore the prudence of the Strategy's conclusions on the need for flexibility and preservation of capabilities. However, the passing of time, the continuing austere fiscal outlook, and the direction of events (such as the pace of arms control negotiations and developments in the Soviet Union) have provided impetus for a review and restatement of the Strategy. [REDACTED]

Scope

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It is important to note that the Strategy was not intended to be a plan, a

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program, or a budget. Nor was it conceived as a shopping list of specific systems or capabilities. Rather, it was written to set forth the main lines of development for the Intelligence Community, based on an assessment of the future and its consequences for intelligence. This revision of the Strategy will again identify main lines of development and will convey a sense of priorities by treating only the most significant problems or forces expected to affect intelligence resources. Substantive geopolitical and world economic problems will be a main focus, but attention will also be paid to questions of infrastructure, including the need to meet challenges posed by changing requirements and increases in available data. The field of view will be five to ten years.

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Approach

The Intelligence Community's Planning Working Group (PWG), augmented as necessary, will serve as an oversight forum for the revision. Drafting support will be provided by the Intelligence Community Staff (ICS). The final draft of the revision will be distributed to the National Foreign Intelligence Council (NFIC) for review and comment.

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The revision will be built on a view of the world written by the National Intelligence Council (NIC). In addition to a discussion of geopolitical conditions that are likely to prevail, the NIC contribution will also address global issues (such as terrorism, weapons and technology proliferation, and narcotics) and other developments (such as emerging technologies) that are likely to be of principal concern to intelligence in the projected time period.

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The National Security Council (NSC) Staff will provide a statement of US national security objectives that will be used to draw out the intelligence implications of the National Security Strategy published in early 1988. The NSC objectives will include political, economic, and military dimensions, and will serve, along with the NIC view of the world, as the backdrop for an analysis of significant future intelligence requirements and concerns.

The analysis will include substantive intelligence problems (such as arms control), infrastructure issues (such as workforce requirements), and procedural or structural questions. An initial list of significant requirements and concerns to be considered will be identified by each of the Community's program managers, the NIC, the Intelligence Community Staff (ICS), and the Intelligence Producers Council (IPC). These contributions will be analyzed to compile an integrated list of significant areas.

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The program managers, along with the NIC, the IPC, and the ICS Program Budget Office (PBO), will also be asked to assess programmed intelligence capabilities in relation to the significant intelligence requirements and concerns that are identified. These assessments will be used as the basis for the identification of major intelligence needs or gaps. The needs or gaps will likely range across collection, processing, analysis, production, and dissemination questions. Structural and organizational issues may be included as well.

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The discussion of major needs and gaps will be selective rather than comprehensive--restricted to ten or twelve of the most pressing problems or functional areas that will claim attention or resources. The list of needs and gaps will then be analyzed to establish relative priorities among them. As part of the analysis, consideration will be given to the impact and effect of anticipated constraints on fiscal, human, and technology resources. ICS/PBO will be asked to provide a budget forecast to aid this analysis. The gaps will then be presented in the context of the strategy needed to improve our ability to address them and meet the intelligence challenges of the future.

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During preparation of the Strategy, the PWG will serve as a link to the Community's program managers for the transmittal of appropriate information.

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Schedule

Key milestones are as follows:

- o NIC View of the World and NSC statement of national security objectives completed - 29 August
- o Initial list of significant requirements and concerns submitted by program managers, NIC, IPC, and ICS - 29 August
- o Strategy outline completed - 13 September
- o Preliminary draft completed - 11 October
- o Final draft completed - 25 October
- o NFIC review and meeting - early/mid November

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